

Community Participation in Education: *What do we know?*



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Introduction

Policymakers, educators, and others involved in education are seeking ways to utilize limited resources efficiently and effectively in order to identify and solve problems in the education sector and to provide quality education for children. Their efforts have contributed to realizing the significance and benefits of community participation in education, and have recognized community participation as one of the strategies to improve educational access and quality.

This is not to say that community participation is something new in the education delivery, however. It did not suddenly appear as panacea to solve complex problems related to education. In fact, not all communities have played a passive role in children's education. For instance, Williams (1994) stresses that until the middle of the last century, responsibility for educating children rested with the community. Although there still are places where communities organize themselves to operate schools for their children today, community participation in education hasn't been fully recognized nor extended systematically to a wider practice.

Increasing amounts of research on this topic have been conducted since the late 1980s, and there are more and more resources becoming available. In preparing and implementing any efforts to promote community involvement in education, it is important to understand the whole picture of community participation: how it works; what forms are used; what benefits it can yield; and what we should expect in the process of carrying out the efforts. A deeper understanding of this issue is important since the link between community involvement and educational access and quality is not simple and involves various forms. This paper attempts to summarize these issues, by turning to existing literature. It also aims to examine the World Bank's practices on community participation in its education projects by scrutinizing 23 educational projects which were identified by utilizing ImageBank and studying Staff Appraisal Reports¹. This study is designed to serve as a resource for Bank staff and clients who seek deeper understanding of community participation in education in order to enhance their work in this field.

Part One: Literature Research on Community Participation in Education

Before turning to literature research on community participation in education, it is important to look at and clarify some terminology.

What is *community*?

Communities can be defined by characteristics that the members share, such as culture, language, tradition, law, geography, class, and race. As Shaeffer (1992) argues, some communities are homogeneous while others are heterogeneous; and some united while others conflictive. Some communities are governed and managed by leaders chosen democratically who act relatively autonomously from other levels of government, and some are governed by leaders imposed from above and represent central authorities.

Zenter (1964) points out three aspects of communities. First, community is a *group structure*, whether formally or informally organized, in which members play roles which are integrated around goals associated with the problems from collective occupation and utilization of habitational space. Second,

¹ It is not intended to exclude other Bank education projects that focus on community participation in education. In fact, readers encouraged to keep in mind that there are some besides the ones examined in this study.

members of the community have some degree of *collective identification* with the occupied space. Lastly, the community has a degree of *local autonomy and responsibility*.

Bray (1996) presents three different types of communities, applied in his study on community financing of education. The first one is *geographic community*, which is defined according to its members' place of residence, such as a village or district. The second type is *ethnic, racial, and religious communities*, in which membership is based on ethnic, racial, or religious identification, and commonly cuts across membership based on geographic location. The third one is *communities based on shared family or educational concerns*, which include parents associations and similar bodies that are based on families' shared concern for the welfare of students.

What is *participation*?

The term "participation" can be interpreted in various ways, depending on the context. Shaeffer (1994) clarifies different degrees or levels of participation, and provides seven possible definitions of the term, including:

- *involvement* through the mere use of a service (such as enrolling children in school or using a primary health care facility);
- *involvement* through the contribution (or extraction) of money, materials, and labor;
- *involvement* through 'attendance' (e.g. at parents' meetings at school), implying passive acceptance of decisions made by others;
- *involvement* through consultation on a particular issue;
- *participation* in the delivery of a service, often as a partner with other actors;
- *participation* as implementors of delegated powers; and
- *participation* "in real decision making at every stage," including identification of problems, the study of feasibility, planning, implementation, and evaluation.

Shaeffer stresses that the first four definitions use the word *involvement* and connote largely *passive collaboration*, whereas the last three items use the word *participation* instead, implying a much more *active role*.

Shaeffer further provides some specific activities that involve a high degree of participation in a wider development context, which can also be applied in the education sector, including:

- collecting and analyzing information;
- defining priorities and setting goals;
- assessing available resources;
- deciding on and planning programs;
- designing strategies to implement these programs and dividing responsibilities among participants;
- managing programs;
- monitoring progress of the programs; and
- evaluating results and impacts.

What is *community participation in education*?

Education takes place not only in schools but also within families, communities, and society. Despite the various degree of responsibilities taken by each group, none can be the sole agent to take 100 % responsibility for educating children. Parents and families cannot be the only group of people for children's education as long as their children interact with and learn from the world outside their families. Communities and society must support parents and families in the upbringing, socializing, and educating of their children. Schools are institutions that can prepare children to contribute to the betterment of the society in which they operate, by equipping them with skills important in society. Schools cannot and should not operate as separate entities within society.

Since each group plays a different role in contributing to children's education, there must be efforts to make a bridge between them in order to maximize the contributions. Education takes place most efficiently and effectively when these different groups of people collaborate. Accordingly, it is important to establish and continuously attempt to develop partnerships between schools, parents, and communities.

Many research studies have identified various ways of community participation in education, providing specific channels through which communities can be involved in children's education.

Colletta and Perkins (1995) illustrate various forms of community participation: (a) research and data collection; (b) dialogue with policymakers; (c) school management; (d) curriculum design; (e) development of learning materials; and (f) school construction.

Heneveld and Craig (1996) recognized parent and community support as one of the key factors to determine school effectiveness in Sub-Saharan Africa. They identify five categories of parent and community support that are relevant to the region: (1) children come to school prepared to learn; (2) the community provides financial and material support to the school; (3) communication between the school, parents, and community is frequent; (4) the community has a meaningful role in school governance; and (5) community members and parents assist with instruction.

Williams (1994) argues that there are three models of Education and Community. The first one is *traditional community-based education*, in which communities provide new generations of young people with the education necessary for transmitting local norms and economic skills. In this model, education is deeply embedded in local social relations, and school and community are closely linked. The government, being of little use in meeting the specialized training needs of industrialized economies, plays a minor role, providing little basis for political integration at the national level. The second model is *government-provided education*, in which governments have assumed responsibility for providing and regulating education. The content of education has been largely standardized within and across countries, and governments have diminished the role of the community. However, a lack of resources and management incapability have proven that governments cannot provide the community with adequate the educational delivery, fully-equipped school buildings, and a full range of grades, teachers and instructional materials. This triggers the emergence of the *collaborative model*, in which community plays a supportive role in government provision of education. Williams further presents a model that shows the relations between the role of community and local demand.

Table 1. Local Demand and the Role of the Community

	High Local Demand	Low Local Demand
Initial Community Attitude Toward Education	Positive	Indifferent/Resistant
Role of Community	Potential support to supplement & reinforce government action; Can support schools in ways government cannot	Can block/underline educational efforts
Key Variables Determining Community Role	Community lacks ways to provide support	Match between content/delivery of schooling & local values, needs, economic constraints
Goal of Government Intervention	Provide useful ways community can support schools	Adapt content/delivery of schooling to local context; Provide education useful to community

Source: Williams, James H. (1994) "The Role of the Community in Education."

Epstein (1995, 1997) seeks ways to help children succeed in school and later life, and focuses on partnerships of schools, families, and communities that attempt to: (a) improve school programs and

school climate; (b) provide family services and support; (c) increase parents' skills and leadership; (d) connect families with others in the school and in the community; and (e) help teachers with their work. She summarizes various types of involvement to explain how schools, families, and communities can work productively together:

- (1) *parenting* – to help all families to establish home environments that support children's learning at schools;
- (2) *communicating* – to design effective forms of school-to-home and home-to-school communication that enable parents to learn about school programs and their children's progress in schools as well as teachers to learn about how children do at home;
- (3) *volunteering* – to recruit and organize parent help and support;
- (4) *learning at home* – to provide information and ideas to families about how to help students at home with home-work and other curriculum-related activities, decisions, and planning;
- (5) *decision making* – to include families in school decisions, to have parent leaders and representatives in school meetings; and
- (6) *collaborating with the community* – to identify and integrate resources as well as services from the community in order to strengthen school programs, family practices, and student learning.

What can community participation in education do?

The goal of any kind of activity that attempts to involve community and families/parents in education is to improve the educational delivery so that more children learn better and are well prepared for the changing world. There are various reasons to support the idea that community participation contributes to achieving this goal. Extensive literature research has resulted in identifying the following rationales that explain the importance of community participation in education.

- *Maximizing Limited Resources*

Most governments all over the world have been committed to delivering education for their children. Particularly after the World Conference on Education for All, assembled in Jomtien, Thailand in 1990, an increasing number of countries have attempted to reach the goal of providing education for all. However, governments have found themselves incompetent to do so because of lack of resources and capacities. Learning materials as well as human resources are limited everywhere, particularly in developing countries. The focus has shifted to finding efficient and effective ways to utilize *existing limited resources*.

Although some communities have historically been involved in their children's education, it hasn't been fully recognized that communities themselves have resources to contribute to education, and they can be resources by providing local knowledge for their children. Involving parents, families, and communities in the process of research and data collection can reveal to them factors that contribute to lower enrollment and attendance, and poor academic performance in their schools. Furthermore, parents are usually concerned about their children's education, and often are willing to provide assistance that can improve the educational delivery. In places where teacher absenteeism and poor performance are critical issues, parents can be part of the system of monitoring and supervising teachers, ensuring that teachers arrive at classrooms on time and perform effectively in the classrooms. Parents and communities are powerful resources to be utilized not only in contributing to the improvement of educational delivery but also in becoming the core agent of the education delivery .

In Madagascar, where Government investments at the primary level have been extremely low, parents and communities contribute money, labor and materials (World Bank 1995b). The absence of government support leaves the school infrastructure, equipment, and pupil supplies to the parents and the community. As a result, community and parents are in the center "in keeping the schools going (p.30)."

- *Developing Relevant Curriculum and Learning Materials*

Communities' and parents' involvement helps achieve curriculums and learning materials that reflect children's everyday lives in society. When children use textbooks and other materials that illustrate their *own* lives in their community, they can easily associate what they are learning with what they have already known.

In Papua New Guinea, community schools set the goal to link the culture of the pupils' home community with the culture of the school. Accordingly, the schools consider the community as the center of learning as well as the focus of education. As a result, the community schools have become central to the national curriculum development which enables community life, such as festivals, customs, musical instruments, and local business activities, to be reflected in the curriculum (Goldring, 1994).

Another example is found in Colombia's *Escuela Nueva* program for multigrade schools that incorporates a number of innovative components, including community participation in school curriculum (Colleta and Perkins, 1995). In each learning task, self instructional textbooks guide students to identify examples and cultural elements from their own experience and allows local materials to be accumulated in the learning centers. The oral tradition is transcribed and classified. Local crafts, jobs and economic activities, health problems, geography, landscapes, transport, sports, dances, food, animals, vegetation, and minerals are also described and classified for use in learning experiences. Children in *Escuela Nueva* are using curriculum relevant to their way of life and that of their communities, which helps develop a series of basic learning needs, skills, attitudes, values, and knowledge that enable the children to continue learning and applying what they learn in their communities (de Arboleda, 1991).

- *Identifying and Addressing Problems*

Communities can help identify and address factors that contribute to educational problems, such as low participation and poor academic performance. This is well illustrated in the case of the Gambia, in which the techniques of Participatory Rural Appraisal (PRA) were adapted to education. The work was carried out in order to understand why girls do not attend schools, to mobilize communities around these problems, and to assist them in organizing their own solutions (World Bank 1995a).

Thirteen local researchers were trained in PRA which allowed the participation of all groups in a community, including illiterate and literate, young and old, females and males. A sample of seven rural villages was selected, in which a team of researchers worked with residents focusing on group discussions, mapping of the village, calendars of income and expenditure, and matrices of community and education problems. The research revealed that key disincentives to educating girls were related to: (a) inadequate supply of schools, particularly middle schools; (b) high costs of schooling; (c) higher risk of early pregnancy; (d) loss of respect for traditional values, particularly obedience and humility towards husbands; and (e) perceptions, particularly among men, that girls will be less successful in life generally. A further step was taken in two of the seven communities where residents were invited to select six important problems from a longer list that they had developed previously which they could begin to address in a practical way, utilizing mainly their own resources. Various options for solving problems were devised and those seeming to have the highest chance of success were integrated into a Community Action Plan.

- *Promoting Girls' Education*

Community participation can contribute to promoting girls' education (UNICEF, 1992). Through participating in school activities and frequently communicating with teachers, parents and communities can learn that girls' education contributes to the improvement of various aspects of their lives, such as increased economic productivity, improved family health and nutrition, reduced fertility rates, and reduced child mortality rates. Involving parents and communities in discussions as part of school activities also helps to identify factors that prevent girls from schooling. Parents are encouraged to express their concern, and reasons why they are not sending their daughters to school. For instance, many parents in rural areas are reluctant to send their daughters to schools located in distance, concerned about the security of their daughters on the way to and from the school. In addition, since girls are important labors in the household, helping their mothers to do the chores and take care of their young siblings. The time that requires going to and from school seems too much to waste for the parents. These issues are serious obstacles and have to be addressed and overcome in order to promote girls' education.

Involving parents and communities in school activities also helps to identify possible teachers in the community, especially local female teachers which greatly help girls' education. Furthermore, in places where communities are indifferent in girls' education, elderly people or religious leaders who are respected by community members can convince them to send their girls to schools, if the dialogue with these respected people takes place successfully.

- *Creating and Nourishing Community-School Partnerships*

There are various ways to bring parents and community members closer to schools which they serve, including: (a) minimizing discontinuities between schools and communities, and between schools and families; (b) minimizing conflicts between schools and communities, schools and families, teachers and parents, and what is taught in school and what is taught at home; (c) making easy transition of pupils going from home to school; (d) preparing pupils to engage in learning experiences; and (e) minimizing cultural shock of new entrants to schooling (Cariño and Valismo, 1994).

Communities can contribute to schools by sending respected community members, such as religious leaders or tribe heads, to the classrooms and talk about community history, traditions, customs, and culture, which have been historically celebrated in the community. Schools themselves can contribute to community efforts by developing sustainable solutions to local problems. One example is found in the *Social Forestry, Education and Participation pilot project* (SFEP) in Thailand, documented by McDonough and Wheeler (1998).

The purpose of the project is to change teaching, learning, and school-community relations by involving fifth and six grade students in studies of local village problems related to forest management. The students visited communities and asked questions about village history and the origins and causes of various forest-related problems. Community members helped them understand concepts taught in schools, and students used any resource available within the communities to enhance their understanding. In addition to gathering data from villagers, students went to nearby forests to study plants and animals as part of their regular science lessons. Some local villagers came along as "experts" to help them understand various species indigenous to that village. McDonough and Wheeler examined the project and found that communities have much to contribute to the education of their youth. If given the chance to become more involved in the education of their youth, communities come to see that their knowledge about village history, social relations, and economic structure is relevant to what students could learn in school. In addition, the curriculum can be linked to daily life and teachers are able to use a much wider array of resources to improve student learning.

- *Realizing Democracy*

Where schools are perceived as authoritarian institutions, parents and community members do not feel welcomed to participate in their children's education. They are not capable of taking any responsibility in school issues and tend to feel that education is something that should be taken care of by educational professionals at schools. Many people, especially minority groups in many developing countries, develop this kind of negative attitudes towards schools because they are not treated by teachers with respect. For instance, those who do not speak the country's official language and embrace other than mainstream traditions and culture feel discouraged in classrooms where teachers don't show respect to their linguistic and cultural diversity. In the history, there were times when children were prohibited from speaking their first language in schools and they got severe punishment when they broke the rule imposed by the school or the government. This educational environment is unfavorable to parents and children and, therefore, contributes to these students' low participation, poor academic performance, and high repeat and dropout rates. Involving communities in schools is a way of reaching democracy through identifying and addressing inequities embedded in institutions and society as a whole. In addition, it is a strategy to create an environment in which parents feel comfortable participating in schools.

Reimers (1997) considers the case of *Fe y Alegría* (Faith and Joy), a non-governmental organization which provides formal and nonformal education at different levels in 12 countries in Latin America, as a good illustration of this approach. *Fe y Alegría* schools attempt to achieve the curriculum that recognizes and builds on the community where the students live. The schools also aim to use teacher training to promote appreciation of the diversity of student backgrounds and students' use of non-standard forms of language in school. This innovation attempts to place the schools where they belong in the community, and promote mechanisms for community involvement in running the school. Reimers argues, "this is very important for the support of democracy as it promotes local participation to solve local problems-education (p.41)."

Moreover, parental involvement in education is seen as a right, or as an outright democratic value in some countries. According to OECD study (1997), "in Denmark, England, and Wales, parents have a right to be represented on the governing bodies of schools; in France, they have a right to representation on a whole range of policy-making bodies; the Parent's Charter gives English and Welsh parents a number of rights, including the right to certain information from the school; in Spain, the Constitution recognizes the right of teachers, parents and students to participate in defining the scope and nature of the education service; and forthcoming legislation in Ireland will place parents at the center of the education process, and give them a wide range of statutory rights in relation to education (p.26)."

- *Increasing Accountability*

Parental involvement in education, particularly in school governance, is seen as a means of making schools more accountable to the society which funds them. This has been witnessed in some places such as England and Wales, Canada and the United States. The notion of parental involvement for accountability derives from a more market-oriented concept in which school-family partnerships are viewed rather like business partnership, through which the two parties receive mutual and complementary benefits which enable them to operate more effectively (OECD, 1997).

The extensive examination of six case studies on the Philippines, Kenya, Bangladesh, Pakistan, Colombia and Bolivia lead Rugh and Bossert (1998) to the conclusion that teachers and other school staff feel they should be accountable to community clients only when the community holds some power over them: when they either come from the same village and have social ties; if their continued employment or salaries depend on community satisfaction; or sometimes when community education committees exist to manage the schools and members are empowered to exert their influence (p.157). They also argue that accountability is developed through routine parents' meetings and reporting

systems on student progress. When parents contribute their time, labor, materials, land, and funds, they tend to be more involved in school activities, including participating in meetings with teachers and monitoring teachers' performance. Teachers and school staff, in turn, feel more obliged to deliver better education for the students in order to respond to the needs of parents and communities. Participation can greatly help develop accountability, which contributes to improving the education delivery.

A Community Support Program (CSP) process in Balochistan, Pakistan, was developed to ensure village commitment to girls' education. It defines the responsibilities of the community and the Directorate of Primary Education. The greater the participation of the community, both financially and in-kind, means they are more likely to demand accountability from staff. Parents are also more involved in the day-to-day management of the school where they see what is happening and what needs to be corrected. The CSP has formed Village Education Committee (VEC) that consists of five to seven men whose daughters will attend the school. VECs are formed to serve as the school's official representative to the government. The forming of VECs has contributed to the CSP's establishment of an organizational structure that encourages teachers' and local administrators' accountability to parents. Once the school is opened, VEC members are empowered to report teacher attendance or behavior problems to the government and to recommend teachers for training.

- *Ensuring Sustainability*

One of the major factors to ensure sustainability of programs is the availability of funds, whether from governments, private institutions, or donor organizations. In this regard, community participation in education cannot ensure the sustainability of schools by itself since communities oftentimes have to rely on external funding to keep the program sustained. However, involving community is a way to ensure that the benefits brought by a development program will be maintained after the external interventions are stopped. Thus, sustainability is dependent on the degree of self-reliance developed in target communities and on the social and political commitment in the wider society to development programs that support the continuation of newly self-reliance communities (Lovell, 1992). Community members are expected to be actively involved in the process of interventions through planning, implementation, and evaluation. Furthermore, they are expected to acquire skills and knowledge that will later enable them to take over the project or program.

- *Improving Home Environment*

Community participation can contribute to preparing and improving home environment, by encouraging parents to understand about the benefits of their children's schooling. A World Bank study (1997) which analyzed primary education in India, discovered that families aware of the importance of education can contribute much to their children's learning achievement, even in disadvantaged districts. It also shows that students from families that encouraged children's schooling, by allocating time at home for study, encouraging reading, and supporting their children's educational aspirations, scored significantly higher on tests of learning achievement.

Furthermore, families who are involved in schools not only have a better understanding about education but also become more willing to cooperate with schools in attempts to improve children's learning. In addition, parents can help their children with homework, and make sure that children are physically ready to learn at schools. From their extensive literature research, Heneveld and Craig (1996) argue that the parent and the community are one of the key factors to determine school effectiveness because they can prepare children's readiness to come to school and their cognitive development, by ensuring children's well-balanced nutrition and health.

How can community participation improve education?

Community participation can contribute to education delivery through various channels. The following is a list of ways through which communities can contribute to the education delivery

- advocating enrollment and education benefits;
- boosting morale of school staff;
- raising money for schools;
- ensuring students' regular attendance and completion;
- constructing, repairing, and improving school facilities;
- contributing in labor, materials, land, and funds;
- recruiting and supporting teachers;
- making decisions about school locations and schedules;
- monitoring and following up on teacher attendance and performance;
- forming village education committees to manage schools;
- actively attending school meetings to learn about children's learning progress and classroom behavior;
- providing skill instruction and local culture information;
- helping children with studying;
- garnering more resources from and solving problems through the education bureaucracy;
- advocating and promoting girls' education;
- providing security for teachers by preparing adequate housing for them;
- scheduling school calendars;
- handling the budget to operate schools;
- identifying factors contributing to educational problems (low enrollment, and high repetition and dropout); and
- preparing children's readiness for schooling by providing them with adequate nutrition and stimuli for their cognitive development.

How can community participation support teachers?

Among various forms of community contributions, some are specifically aimed to support teachers. For instance, communities can provide, or construct, housing for teachers who are from outside of the community. In rural areas, lack of qualified teachers is critical, and preparing a safe environment and housing is necessary to attract teachers, particularly female teachers, who otherwise tend to stay in or go to urban areas.

Teachers can benefit from communities' active participation in their children's schools. For example, community members themselves can be a rich resource to support teachers' practice in classrooms by facilitating children's learning. In the *Social Forestry, Education and Participation pilot project* (SFEP) in Thailand (McDonough and Wheeler, 1998), local villagers came to schools and helped students understand various species indigenous to that village. Community members can help students understand concepts which teachers teach in classrooms by having the students coming into community, interacting with community members who are knowledgeable about village history and the certain issues faced by the community. Respected community members can become knowledgeable lectures who can come to the classrooms, and teach students issues faced by the community.

Also, community members can support teachers by contributing their skill to speak the local language when the majority of students don't understand the teacher's language of instruction. They can attend classrooms as interpreters who not only translate languages but also help teachers as well as students by bridging the gap that exists between cultural values of teachers and those of students. Furthermore,

parents and community members can contribute to teachers' teaching materials by providing them with knowledge and materials that are locally sensitive and more familiar to children.

Community participation in education can also be a powerful incentive for teachers. Teachers' absenteeism, and lack of punctuality to show up in classrooms on time are serious problems in many places. Among many other reasons, lack of monitoring system is one of the critical factors contributing to these problems. When teachers are monitored and supervised for their attendance and performance by communities, they tend to be more aware of what they do. Feedback from parents and the community about their teaching performance can be a strong tool to motivate teachers, if schools are also collaborative.

What are challenges?

Involving communities in the education delivery requires facing and tackling a number of challenges. In general, as Crewe and Harrison (1998) articulate, participatory approaches tend to overlook complexities and questions of power and conflict within communities. They are designed based on the false assumption that the community, group, or household is homogeneous, or has mutually compatible interests. Differences occur with respect to age, gender, wealth, ethnicity, language, culture, race and so on. Even though marginalized or minority groups (such as female, landless, or lower-caste people) may be physically present during discussion, they are not necessarily given a chance to express their views to the same degree as others.

In attempts to understand factors that prevent communities from being involved in formal education, Shaeffer (1992) found that the degree of community participation is particularly low in socially and economically marginal regions. This is because such regions tend to have the following elements: (a) a lack of appreciation of the overall objectives of education; (b) a mismatch between what parents expect of education and what the school is seen as providing; (c) the belief that education is essentially the task of the State; (d) the length of time required to realize the benefits of better schooling; and (e) ignorance of the structure, functions, and constraints of the school.

Challenges vary from one stakeholder to another because each group has its own vision to achieve the common goal of increasing educational access and improving its quality. The section below attempts to turn to specific challenges and problems that have been witnessed among teachers, and parents and communities.

Teachers

Resistance among teachers – Not all teachers welcome parents' and communities' participation in education. They tend to feel that they are losing authority within schools, as power is taken by community and parents. At the same time, they are encouraged to involve community members who sometimes are not willing to get involved in any school activities.

Gaynor (1998) analyzes the complex relationship between teachers and parents in her study on teacher management with a focus on the decentralization of education. She argues that many parents in many countries would like to be more involved in selecting and monitoring teachers. However, analyzing impacts of the El Salvador's EDUCO project in which parents are responsible for school management and monitor teachers, Gaynor stressed that the teachers feel threatened by parental involvement, believing that it will diminish public regard for their professional status.

Parents and Communities

Not all parents and community members are willing to get involved in school activities. Some have had negative schooling experiences themselves, some are illiterate and don't feel comfortable talking to teachers, and getting involved in any kind of school activities. They feel they don't have control over the school. Some parents and families are not willing to collaborate with schools because they cannot afford to lose their economical labor by sending their children. Even though they see the benefits to send children to schools, opportunity costs are oftentimes too high to pay.

A World Bank study of social assessment on EDUCO, community managed-schools, in El Salvador (Pena, 1995) reveals that even though the parents valued education and had a positive attitude regarding the teachers, they were suspicious about the government. This wariness, combined with lack of communication, fostered the fear that education would be privatized and parents would have to pay for education services. Parents are optimistic about the economic value of education, but their optimism decreases when they are asked to think about the role of education in their own lives. Furthermore, because of parents' relative lack of education and the way the traditional school systems are structured, parents and teachers perceive their roles as separate from one another, without substantial parental interaction with teachers or involvement in the schools themselves.

What needs to be done in order to improve the practice?

Although community participation can be a strong tool to tackle some educational problems, it is not panacea that can solve all the problems encountered in the education sector. Any strategies to achieve a high degree of community participation require careful examination of communities because each community is unique, and complicated in its nature. This section illustrates some issues that need to be solved in order to improve the practices of involving communities in the education delivery.

- *To Understand the Nature of Community*

As discussed previously, no community, group, or household is homogenous. Thus, it is crucial to examine and understand community contexts, including characteristics and power balance. It is important to examine the degree of community participation in some activities in society, since some communities are traditionally involved in community activities, while others are not used to working together with schools or even other community members. Careful examination of communities is necessary to successfully carry out activities promoting community participation. Narayan summarizes elements that contribute to forming well-functioning groups as seen in the box 1.

Box 1. Five Characteristics of Well-Functioning Groups

- ◆ the groups address felt needs and common interests;
- ◆ the benefits to the groups of working together outweigh the costs;
- ◆ the groups are embedded in the existing social organization;
- ◆ the group has the capacity, leadership, knowledge and skills to manage the tasks; and
- ◆ the group owns and enforces its rules and regulations.

Source: Narayan (1995)

Within the education sector, it is important to understand the current formal structure and the function of school/parent/community organizations. As Shaeffer (1994) articulates, various kinds of organizations exist in many countries in order to bring parents together. Some organizations include teachers and other school staff. Membership, mandate, and level of activity vary from one organization to another. For instance, in the Philippines some schools have PTAs based on classrooms, grade levels, and the school itself; in Indonesia only organizations of parents are allowed to exist; and in Papua New Guinea boards of governors and of management also include representatives from other parts of the community. In many countries, these organizations exist within some formal framework of laws and regulations which govern their structure and functions. Such

regulations may be quite specific in their definition of what the organization can or cannot do, or they may be very general in nature, allowing for considerable flexibility in their application.

Some specific questions to understand existing organizations include (taken from Shaeffer, 1994):

- what kind of school/parent/community structure(s) or organization(s) are found?
- who can be members of these organizations?
- what are the criteria for membership?
- how are members chosen?
- what are the functions, responsibilities, and rights of these organizations?
- what, if anything, are they prohibited from doing? and
- what is the nature of the laws and/or regulations which govern these organizations?

Furthermore, the following questions are useful in understanding the actual nature and performance of the organizations in the community, beyond the mandated functions.

- how do existing school/parent/community organizations participate in school affairs?
- what level of participation is actually achieved by such organizations?
- does level of participation differ widely by region (rural-urban), by the social and economic class of pupils and their families, and between public and private schools?
- does the Ministry simply assume these organization exist, or does it actively seek to learn if they exist and what they do?
- is there any attempt made in the Ministry's data gathering exercises to learn about the existence and activities of such organizations?

- *To Assess Capabilities of Communities and Responsible Agencies, and Provide Assistance*

It is necessary to assess community contexts, and the agencies responsible for promoting community participation efforts, in order to create specific plans or components of the projects.

When the agencies are not willing to collaborate with communities in achieving the objectives, it is important to help them understand why community participation is important. If they disagree, but implement the plans because they are told to, the results will be unfavorable. Communities, as well, need to have a good understanding of why they need to collaborate with schools, what benefits can be yielded.

However, understanding and willingness are not enough. It is important to assess capabilities to carry out plans to promote community participation, including institutional capability, technical capability, financial capability, and political capability (dos Santos, 1999). Community participation in education requires communities to have: financial knowledge to handle funding transferred from outside; technical knowledge and skills to run schools; and political will to collaborate with agencies responsible for implementing efforts. It also requires teachers and other school staff to have political will not only to work with parents and communities but also to attempt to involve them in school operation. Implementing agencies are required to have the technical capability to carry out active community participation, encouraging and involving communities in a great range of school management. They also need to have financial knowledge to oversee the funding and to operate the school.

School/parent/community organizations also need to have certain knowledge, skills and attitudes to realize successful community participation in education. These include: (a) an understanding of the rationale for greater participation of its potential advantages, and of its constraints and risks; (b) attitudes which encourage an open, transparent, collegial environment in the school and open channels of communication between the school and the community; (c) knowledge of local conditions which influence educational demand and achievement; (d) simple research and planning skills; (e) school management skills (abilities to help define the goals, policies, programmes, and expectations of the

school and the responsibilities and functions of each partner; to encourage shared, more participatory decision making with both teachers and school/community organizations; to plan, organize, conduct, and report on meetings; and to manage and account for government and community resources provided to the school); (f) the ability to gain the trust of parents, NGOs, and other partners in the community, to communicate, collaborate, and build a consensus with them, and to animate them and encourage their involvement in the school; and (g) the ability to mobilize resources from the various interest groups and power centers in the community. (Shaeffer, 1994)

If any of the capabilities mentioned above is lacking or insufficient, it is necessary to provide adequate training. For instance, teachers in *Escuela Nueva* in Colombia receive special training in how to involve the community and other institutions of the locality, and how to use the new educational materials, student guides, and the basic library (Arboleda). Such training can be part of educational programs or projects planned and implemented by donors.

Preparing the environment that can facilitate active community participation is also important. Campfens (1997) summarizes main factors for effective participation (Box 2).

Box 2. Key Factors for Effective Participation

- ◆ An open and democratic environment;
- ◆ a decentralized policy with greater emphasis on local initiatives;
- ◆ reform in public administration;
- ◆ democratization of professional experts and officials;
- ◆ formation of self-managing organizations of the poor and excluded;
- ◆ training for community activism and leadership;
- ◆ involvement of NGOs; and
- ◆ creation of collective decision-making structures at various levels that extend from the micro to the meso and macro levels and link participatory activities with policy frameworks.

Source: Campfens (1997)

• *To Establish Communication Channels*

In order to exercise any kind of community participation, there needs to be understanding among all stakeholders, all people who are targeted. Reasons and benefits of community participation have to be clearly addressed and understood by people. In addition, a continuing dialogue between schools and community is essential because it usually takes a long period of time to yield any benefit. Also all the stakeholders need to share the understanding that responsibility to educate children cannot be taken by single group of people.

One of the strategies to contribute to successful community participation in education is to conduct a *social marketing campaign*, and an *awareness campaign*, in order to promote community involvement in children's education. Such campaigns designed to target parents and community members can help them increase their understanding on the benefits of their collaboration with teachers and schools. It is also helpful if community members themselves can get involved in the campaigns, so that they feel more responsible and attempt to recruit more people from communities.

• *To Conduct Continuous Assessment*

It is important to conduct assessment of any practices of community participation continuously, once the implementation gets started. The communities are always evolving and so are their needs and demands; therefore, the strategies need to be modified and tailored accordingly. Original plans need to be carefully designed and examined, but also need to be flexible enough to leave room for making changes in the efforts of the implementation.

Specifically, the assessment should look at the degree of the effects of the practices. Also important is to make sure that the different stakeholders' voices be reflected in the implementation practice.

More resources

Some useful guidelines that facilitate the realization of good practice of community participation offer clear framework of what needs to be looked at and what need to be done. For instance, Shaeffer presents “Factors and Conditions which Facilitate Collaboration,” as in Box 3. His model provides consolidated information that can facilitate collaboration among different stakeholders.

Box 3. Factors and Conditions which Facilitate Collaboration: *how can it be implemented?*

A. Organizational norms

- ☐ Institutional openness to the outside world, to new ideas and new ways of doing things, and to change.
- ☐ A system-wide level commitment to collaboration, participation, and partnerships, across and among various actors in schools and communities and within the central government.
- ☐ Greater professional autonomy and empowerment both down to lower levels of the system, especially at the school level, and out to other actors, at the community level.

B. Mechanisms: collaborative structures and organizations

- ☐ At the central level, strong, clearly defined administrative structures, including vertical linkages between various levels of the bureaucracy
- ☐ Horizontal structures and networks of public, private, and non-governmental organizations

C. Policies, procedures, and guidelines

- ☐ At the macro-level, specific legislation, policies, procedures, and guidelines relating to the functions and responsibilities of organizations
- ☐ At the micro-level, the policies and guidelines governing the responsibilities and functions of parent-teacher associations, school management committees, village education committees, and the community as a whole in various aspects of education

D. Knowledge, skills, attitudes, and behaviors

- ☐ The ability to work collaboratively with people to listen to their needs and desires and find common grounds for co-operation
- ☐ The ability to focus on process as well as final products
- ☐ Openness to links across units of the Ministry and across the social sectors
- ☐ The knowledge, attitudes, and skills to ensure more collaboration inside and outside the school

Source: Shaeffer, Sheldon (1994)

Another useful guideline is Narayan's “Ten steps for Designing Large-Scale Community-based Projects” which helps those involved in the preparation process of large-scale community-based projects (Box 4).

Box 4. Ten steps for Designing Large-Scale Community-based Projects

- (1) Clarify, simplify, and prioritize objectives; link them to outputs;
- (2) Identify the key social actors, capacity, and interests at community and agency levels;
- (3) Assess demand;
- (4) Craft a self selection process for subprojects, groups, or communities;
- (5) Structure subsidies that do not violate demand;
- (6) Restructure fund release to support demand;
- (7) Plan for leaning and plurality of models;
- (8) Invest in outreach mechanisms and social organization;
- (9) Institute participatory monitoring and evaluation and feedback loops; and
- (10) Redefine procurement rules to support community level procurement where possible.

Source: Narayan (1995)

Part Two: World Bank Practices of Community Participation in Education

The World Bank has been increasing its focus on participation in a wide range of sectors. In the education sector, the Bank started making extensive efforts to learn about how participation could contribute to improving Bank's education projects. This started in late 1980s, around the time when participation started receiving attention in development field. The Bank has since been aiming to involve different stakeholders and is continuously working with various actors that play important roles in the education sector.

As the increasing number of research studies show the close relationship between community participation and the improvement of the education delivery, the Bank has been exploring ways to integrate parents and communities in education projects. The degree or level of participation varies from project to project, given the different contexts in which projects are planned and implemented, and the different ways to achieve the project goals. The paper now turns to reviewing selected Bank education projects.

Methodology

Twenty-three education projects that had community participation components were identified through ImageBank², and Staff Appraisal Reports (SAR) and Project Appraisal Documents (PAD) were obtained, and thoroughly reviewed. Eight out of twenty-three projects were selected for further examination because their attempts to involve communities into project components were more clearly addressed than other projects. In addition to reviewing SARs or PADs, other documents, if available, were studied, and interview with Task Managers were conducted when possible. The limitation of this study is that the study had to rely heavily on existing writing materials.

The paper now turns to examining eight Bank education projects, followed by a brief profile of 15 other projects.

Examination of Eight Bank education projects

Chad: Basic Education Project (Education V)

People in Chad value education highly and, therefore, local contributions to the cost of education have been a long standing tradition in the country. This explains the fact that local communities came to play a greater role in financing and operating schools when the education system deteriorated due to the war (1979-82) and suffered from the slow recovery of the period of disturbances.

The government had been aware of the reality that the communities play an important role in school operation and, thus, requested that the World Bank to prepare a project, the Basic Education Project, to involve local people and respond to their real needs and concerns. In order to ensure various stakeholders' participation, the project preparation was carried out involving various groups of people. First, the government organized four regional conferences, inviting members of local school associations, representatives of NGOs, women's groups as well as high ministry officials, schools inspectors, school directors and teachers. At the meetings, participants discussed local primary education problems and strategies to overcome the problems. The discussions helped reveal that Chadians at the local level are seriously committed to and closely involved in educating their children. Based on these findings, the project was designed to promote community participation by involving communities in the process of developing and implementing local pedagogic-improvement projects,

² ImageBank is a web based text search and retrieval system which contains a collection of Bank reports.

underlining the Government's proposal to decentralize education management and promote local decision-making in order to improve school quality.

This component includes experimentation with three types of school-based programs in three different regions covering 36 % of total primary enrollment. They include: (1) 90 pedagogic improvement projects developed by and involving the community; (2) comprehensive student testing in 100 schools; and (3) support to 100 Parents' Associations to organize themselves, to administer their funds, and to mobilize the communities in support of primary education. To improve school quality, the project supports local pedagogic-improvement projects designed at the school level by teachers, parents, and NGOs. They include activities such as: (a) improving reading, writing, mathematics, and social science skills; (b) implementing new pedagogical models and teaching approaches; (c) increasing community participation in school activities (e.g., teaching of local history, functional skills needed in the community); (d) developing supplementary instructional materials for independent study; and (e) implementing pedagogical and supervision workshops for teachers in a set of neighboring schools.

Sources:

- World Bank. (1993). Staff Appraisal Report, "Republic of Chad Basic Education Project (Education V)."
World Bank. (1996). *World Bank Participation Sourcebook*

Ghana: Community Secondary Schools Construction Project

Even though the Ghanaian Government attempted to focus on social sector development and promote the development of human capital, the country was not successful in improving access to education for many children in rural areas, particularly to senior secondary schools. The existing schools were either boarding schools with fees that many rural families could not afford, or were situated in the major towns, out of reach of most rural children. Under this circumstance, the Government requested Bank assistance to support about 140 local communities in their efforts in constructing new senior secondary schools in educationally undersexed rural areas. The project was approved in 1991.

The Government first developed a system of providing matching grants for communities who were ready to undertake various development projects to improve their communities such as schools, health centers, public latrines and markets. It then estimated the cost of a particular type of project and on the basis of this, determined a level of support to be provided to communities undertaking the project anywhere in Ghana. The Government provided a two-thirds matching grant in two installments to the communities that first completed the building's foundation from their own resources, and be committed to provide one-third of an agreed fixed cost of a particular type of building in cash, building materials or labor. The project also intended to help ensure that these new schools not to become academic islands, but instead become real community schools serving the communities' interests, and local communities have access to the library books and share the facilities to which they will have contributed.

The Implementation Completion Report concludes that the procurement for civil works handled directly by the district assemblies, (providing support to local communities in their construction activities, with each phase of work certified by independent technical auditors), proved to be effective. However, the Report also reveals that community contribution was below the 30 percent estimated at appraisal, even though all communities contributed their labor toward construction. Implementation experience showed that the key factor in the mobilization of community participation was *local level leadership*, but during the initial field survey no attempt was made to ascertain whether such leadership existed or not.

The Report discussed that when community participation is to be relied upon it is very important that enthusiasm, once created, is maintained. It is important to launch a community construction project *only when all systems are fully in place* so there will be no delays. Lessons learned from the project include:

- the need to spend a great deal of time and effort in preparing community participation activities;
- the necessity to properly time project launch in order to ensure maximum community participation and the necessity to continuously maintain this motivation;
- the need to pay communities and local contractors directly and not to pass through an intermediary such as a local government authority; and
- the need to overcome the difficulty that the Ministry of Education has in effectively communicating and controlling activities at the district and community levels.

Sources:

World Bank (1991). Staff Appraisal Report, "Republic of Ghana Community Secondary Schools Construction Project."

World Bank (1995). Implementation Completion Report, "Republic of Ghana Community Secondary Schools Construction Project."

Malawi: Primary Education Project

In June, 1994, the Government of Malawi announced that all primary school fees would be abolished as of the beginning of the new school year in October, 1994. This created a flood of over million additional students into the primary system, and necessitated the hiring of about 20,000 new teachers. Classrooms were overcrowded, and thousands of children had to take their lessons in temporary facilities such as churches and mosques. Thousands more assembled in the open air, under trees or were crammed into rooms, and it was common to see classes of two or three hundred children in a small shed. The Government estimated a need of about 38,000 new classrooms to attain a ratio of about 60 pupils per classroom. It became clear that the quality of education was deteriorated because of the lack of facilities and human resources to deliver education.

Under this crucial circumstance, the Primary Education Project was developed, focusing on the following urgently needed activities: (i) construction of about 1,600 primary classrooms and associated infrastructure; (ii) pedagogical support and in-service teacher training particularly focused on the recently recruited teachers; and (iii) the provision of teaching and learning materials. Community participation was incorporated in attempts to realize the first objective of school construction.

The notion of integrating community participation into the project was considered from the preparation stage of the project. The importance of community participation in education was clearly recognized and all the stakeholders, including the Bank, the Government, and communities, agreed that the project would greatly focus on community participation. However, the fact that it takes time to exercise any kind of participation at any level imposed challenges to the stakeholders who were seeking for immediate solutions to serve additional 1.3 million children. The question of balancing demand and supply has been a big dilemma through the project implementation.

The Government undertook a school location exercise to determine the communities in which the new schools would be located as well as those in which schools would be expanded. Once identified, the communities were required to select the sites for the new schools and to prepare them for construction.

The community was mobilized for completing the classroom shells. Two to three day - orientation sessions were held for key officials from each district in order to increase enthusiasm and commitment

to complete and maintain the shells. At the village level, community leaders were invited to take part in orientation workshops, to instill a sense of school ownership in the communities. Three leaders from each community, including a traditional chief with recognized local authority, took part in the workshops.

Non-governmental organizations (NGOs) are quite active in Malawi and have a comparative advantage in the social sectors, given their proximity to grass-root levels, and their capacity to deal with community-based assignments. NGOs were expected to play a significant role in carrying out community mobilization, sensitization, capacity building, training for leadership and transformation, selection of high caliber people, and putting into place monitoring and evaluation mechanisms.

The project financed activities related to community mobilization and development. These included the participation of NGOs as resource persons for training and capacity building efforts at the community level and for providing technical assistance for community mobilization. NGO involvement in this project helped to expedite the uptake and to facilitate greater awareness of the communities as to how the project has been structured.

Although the Project has generally been considered successful, there were some incidents that indicate difficulty and complexity of community participation in the project. First, some communities became quite enthusiastic and prepared too many bricks without knowing how long they had to wait to receive the shell. Second, some communities were less enthusiastic about contributing their labor to the school construction, which slowed down the original plan. (However, once they were explained fully the importance of the schools and their contributions to their children's education, they changed their attitudes and started working more positively.) These two incidents resulted largely from lack of communication between the project implementers and the community members. This illustrates that it is important to ensure that both parties grasp the same understanding about the project.

Mr. Ngomba, project Task Manager, warned that community participation is becoming a fad and it has been a common idea that community needs to be involved in various kinds of activities in a wide range of sectors. This can be dangerous if people do not fully examine or even think about community's capacity to carry out the activities, which will result in overloading community members with work which they are incapable to do. In addition, some communities are willing to get involved in various activities of the project, without knowing how to make contributions to the success of the project. There has to be 'a clear structure' that can help community members to understand their expected roles, and can make sure that the coordination among different groups takes places successfully.

Sources:

Interview with Peter Ngomba, TM, on Monday, July 12, 1999

World Bank (1995). Staff Appraisal Report, "Malawi Primary Education Project."

Tanzania: Human Resources Development Pilot Project

"The Bank's job is to facilitate the process." This is the main message that Donald Hamilton, Task Manager of the Human Resources Development Project, kept mentioning during an interview, held in July, 1999. He argues that Bank staff oftentimes are not well received by client countries they work with, because they come with "blue-prints," and they believe "their way" works best. Mr. Hamilton contends that the people who know what needs to be done are the people who live in the countries, and it is better to let them decide what they want to do and how they want to do it. Accordingly, the Bank's role is to be a key facilitator to make the process flow smoothly, providing necessary training, and other forms of assistance. This notion is reflected in the project, Human Resources Development Pilot Project.

The project is to invest in human capital in order to raise incomes, reduce inequality, and improve non-market outcomes. Its objectives are: (1) to raise enrollment and quality/learning outcomes of primary education; (2) to expand educational opportunities and improve quality at the secondary level, particularly for girls in poor areas; (3) to build capacity at the district and community levels; and (4) to improve policy development, planning, and research in the education sector.

The first objective, to raise enrollment and quality/learning outcomes, could be achieved through increased parental participation and financing, school-based planning and management of resources, school-based quality enhancement initiatives, and improved support for schools at the district level. More specifically, the project establishes a Community Education Fund (CEF) pilot, which is a matching grant program intended to empower communities to improve their primary schools. It is designed to overcome under-funding of the schools and the lack of accountability at the primary school level.

CEF takes a participatory form from the initial stage. First, the residents of each village gather in a community meeting to decide by majority vote whether to participate in the CEF program. If they decide to participate in the program, school funding priorities are established, and the amount is set for parents to contribute to CEF during the first year. Second, the school committee prepares a detailed School Plan, including the Plan's objectives, a three-year budget, and implementation and procurement plans for the first year. Third, the School Plan is cleared by the village council, which then calls another community meeting to review the School Plan with parents, who then vote on whether to accept the Plan. Lastly, half of the contributions are collected from parents and deposited in the primary school's CEF bank account. After verifying that the community's contribution is in the community's CEF bank account, the government deposits a matching grant into the same account. Once the implementation begins, there are fixed periodic reviews by the village council and the government.

In order to be qualified eligible for CEF, schools must: be registered to operate as primary schools in Tanzania; have a school committee elected by the parents; develop a Three Year School Plan; and enter into a Memorandum of Understanding with parents and the government.

Under the matching grant portion of the program, the government matches the money that all participating school communities raise on a 1-to-1 basis, and provisions have been made for matching on a 1.5-to-1 basis targeted for schools in poorer districts. In addition to the matching grants, the project finances development costs for school-level governance, management, and accountability, such as costs for materials and training, plus incremental administrative costs at the district level. In addition, for schools that have successfully participated in the CEF program, following the first year, the project will solicit academic improvement plans and school nutrition/health plans from the schools, to be funded on a competitive basis with the limited funds available for this purpose. Furthermore, CEF schools are eligible to compete for additional grants to implement school health and performance improvement programs.

Community members are participating in this activity by contributing funds and by forming school committees to monitor school performance. Community members are willing to make cash contributions because, as Mr. Hamilton, TM, stresses, "community members really care about their children and they want to provide good education for their children." It is also important to note that Tanzania is well known for local initiatives and efforts of community development, which suggests that the level of awareness and eagerness about collaborative work among community members is quite high.

Lessons Learned

Before the project started in 1998, a pre-test was conducted from 1995 to 1997. It was started in 1995 with Ministry of Education and Culture's local advertisement for consultants to prepare the design of the Community Education Fund and the Girls' Secondary Education Support components. Pre-tests were first carried out in four schools in 1995 and expanded to 30 schools in 1996 and to additional 135 schools in 1997. The pre-test revealed some positive factors (Ferreire):

- construction works tend to be much less expensive and faster than under previous IDA-financed projects;
- there is a history of theft of donated desks and equipment from primary schools in the country. One CEF community reported that there is no fear of having new desks stolen any longer because parents are partial owners;
- in one village, the school committee hired a carpenter to build desks. Members of the committee monitored him by requiring him to build the school desks on the school premises and kept the materials under lock and key. Each desk cost Tsh. 12,000, compared to a market price of Tsh. 30-40,000;
- schools are keeping careful records of transactions;
- an independent evaluation could not find a single parent in 4 pre-test villages who did not know about and understand the program;
- parental contributions have been 10-20 times more than had previously been committed to the schools;
- parents were well aware of the program, and willing to help finance school activities if they knew how the money would be spent and were confident that there would be adequate places to allow them to enroll their children in school on time;
- villages have successfully handled subsidies for parents who cannot pay, through loans or payment in labor, but no one has been exempted from making some contribution;
- teachers have a key role to play in preparing the school plan and managing implementation. For most, this is the first time they have a real sign in school policies and money to implement changes.

Furthermore, reviewing the pre-test resulted in revealing that, “ the willingness of parents to contribute might be due not to the existence of a matching grant, but rather to the *transparent process* that had been set up. Parents knew there was a plan for using the money, *they could observe how it was going to be spent*, and they would receive an accounting of expenditures before they were asked to pay again” (emphasis added) (“Annex C: Review of Pre-Tests” from SAR).

The review also revealed some key issues: there was concern about increased work for parents and teachers; the government's capacity to implement the activity country-wide was uncertain; it was uncertain whether to rely on the voluntary nature of the CEF contribution by parents; the district government was incapable to supervise schools due to a lack of transport; there was a need for better guidelines for classroom and desk designs for CEF schools; management training for head teachers was lacking; school-level statistics was insufficient; the existence of multiple donors implementing different programs in several districts could make the project complicated; and there was need for commitment at each level – school, village, district, center – for the program to work.

Based on these findings, the project design was modified. As a constant check mechanism, every CEF is required to complete, or update a Three Year Plan, using provided forms to secure a matching grant from the government. The Village Council or Ward Development Committee is responsible for monitoring activities carried out by the CEF program.

Sources:

Ferreire, Luisa. “Community Education Fund (CEF): Brief Overview of the Program.” Paper available at: <http://afr.worldbank.org/aft2/educ/tanzcef.htm>

Interview with Donald Hamilton, Task Manager, held on July 29, 1999
Ministry of Education and Culture, The United Republic of Tanzania. "Community Education Fund: Draft Program Implementation Document." Electronic copy of the document available at:
<http://afr.worldbank.org/aft2/educ/tanzcef.htm>
World Bank. (1997). Staff Appraisal Report, "Tanzania Human Resources Development Pilot Project."

Bolivia: Education Reform Project

Parents and communities in Bolivia have traditionally made cash and in-kind contributions to their children's school. However, they have historically had no voice in decisions directly affecting their children's education. Parents and communities have not been involved in selecting teachers, determining the school calendar, the language of instruction and content of materials, and evaluating teachers' attendance or behavior. Even when communities protest regarding teacher absenteeism, abuse of children, or other misbehavior, they only encounter administrative authorities that are habitually unresponsive. This poor educational system largely has resulted from strongly centralized decision making, cronyism, and corruption.

In order to change this situation, the Bank supports the Education Reform Project that aims to foster decentralization of administration to the regional and local levels. It also attempts to establish mechanisms for community participation and strengthen the capacity of entities at the departmental level and below, including local communities, to effectively oversee delivery of education services and participate in the process of decision making.

The project is designed to support the government's educational reform strategy that introduces mechanisms to achieve the effective participation of parents and communities. The School Board, comprised parents and community members, works with District Education boards and Local Education Boards to review and approve key decisions at the corresponding level, such as selection of key personnel, budgets, yearly operating plans, school calendars, and selection of materials. The School Board will also approve all appointments of principals and teachers as well as the yearly budget, and will report on resource use. The School Board will be asked to evaluate aspects of teacher performance, in particular, their class attendance and treatment of children, and to participate in the identification of students' learning needs and in the overall definition of the new curriculum.

Designed to support the government's strategy of education reform, the project attempts to involve parents and local communities in decisionmaking and the evaluation of the performance of service providers, in order to make the education system truly accountable to the people. In addition, the project regards school as a community resource, the center for community training programs and other extracurricular activities, thus allowing the community to assume its new responsibilities, and parents to better understand and carry out their role of supporting, and reinforcing the education of their children.

To set this process in motion from the outset of the education reform, school and local councils are created. These councils actively participate with local National Secretariat Education representatives in activities, including selecting teachers, allocating the budget, determining the language of instruction, and setting the school calendar. Furthermore, the councils provide continuing oversight of the education system at a community level. Because they are more directly accountable to the communities in which they work, teachers and administrators are more responsive to beneficiaries' needs, which is an important step to achieve decentralization of the education system.

Community participation in the decisionmaking process is essential to making any governmental or private system, accountable to its beneficiaries. The success of the education reform program in

Bolivia will be assessed by the degree to which school councils can be empowered and enabled to assume these responsibilities.

Factors associated with effective mechanisms of community participation include:

- a clearly defined legal framework that allows representative school councils to function with real decision-making authority;
- establishment of non-politicized school and local councils, truly representative of the common interests prevalent within the community;
- election of representatives to higher-level educational boards by local school councils, rather than by political appointment;
- training for council members and community authorities in how to carry out their duties responsibly, including the objective assessment of financial responsibilities and operational performance;
- timely and reliable reporting by school administrators to school councils on financial expenditures, facilities management, teacher and student performance, and other pertinent administrative information;
- timely provision of information by the central and departmental authorities on innovative activities in other schools, and on the performance of the system in general, as indicators to stimulate local initiatives and against which to measure progress; and
- participation of the school council in the school budget process, including allocation of central government transfers as well as contributions in cash and in kind from the community.

Source: World Bank. (1994). Staff Appraisal Report, “Bolivia Education Reform Project.”

Dominican Republic: Primary Education Development Project

The fact that 4,000 out of the 5,000 public primary schools had already organized parent-teacher associations (PTAs) in 1991 suggests a high degree of community involvement in schools in the Dominican Republic. Although operated with limited or no monetary resources, the PTAs have been highly committed to improving educational effectiveness. Where established, PTAs have been responsible for collecting the rental fees for the textbooks distributed in the mid-1980s. Additional funds collected by better-off associations have been used for modest inputs to school upkeep and for materials. PTAs also have managed the school feeding.

Given the fact that PTAs existed in a large number of the primary schools, the Primary Education Development Project focuses on expanding and developing capabilities of Parent-Teacher Associations in order to achieve effective and sustained community involvement in primary education. This improvement was based on strengthening the functions and capabilities of the Secretariat (Ministry) of the State for Education, Arts and Culture (SEEBAC) Department for Community Participation, including its regional representatives, and focus on providing regular support for the associations.

Specifically, the Department was responsible for arranging training to enhance participation techniques, procedures and practices for the associations; monitoring the relevant practices and activities; and promoting establishment of approximately 1,000 additional parent-teacher associations so that all 5,000 public primary schools were represented. Technical support of the associations in particular areas was the responsibility of the appropriate SEEBAC Department.

The support for developing the capacity of PTAs to increase involvement in school-based activities was directed towards the school maintenance and nutrition programs and the distribution of student textbooks and materials. Parent-teacher associations were responsible for the actual distribution of

textbooks at the school level, while the National Book Bank was responsible for organizing the distribution and storage of the materials and maintaining control of inventory. The Department of Community Participation received technical assistance (six staff-month) in program planning and management, community participation training methodologies, and supervisory and monitoring skills. Financing was provided for office equipment, for one- to two-day orientations on community participation techniques for representatives of each parent-teacher association, for study tours for staff of the Department of Community Participation to visit similar agencies in nearby countries, and for monitoring of community participation.

As a summary, PTAs were expected to: (a) participate in the administration of the national examinations; (b) supervise the distribution of school lunches (and in some communities cook them); (c) raise funds for school activities; and (d) repair schools.

The principle behind involving the community in these activities was not primarily financial savings but the raising of consciousness and the awareness that buildings must be kept in good order and that parents must know and be involved in the functioning of the school.

According to the Implementation Completion Report, parents' associations were established for each primary school, as planned. It was also found that some communities were better prepared to do the tasks as planned in the project than others. Maintenance was the most successful parent task. About 560 schools were repaired with parent participation, exceeding the initial target of 375. PTAs also participated in the project programs for nutrition and helped distribute textbooks and materials. On an experimental basis, the PTAs also began to monitor teacher and student attendance. While limited in scope, the component yielded positive results, confirming the potential for increased participation and management inputs at the school level.

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EDUCO: Basic Education Modernization Project in El Salvador

The twelve year civil war that ended in 1992 left El Salvador in despair. The government was incapable of delivering public services to its citizens. Education services were not delivered to children, particularly in rural areas. In this critical circumstance, some communities organized themselves and developed a self-managed, private form of education administered by an association of rural workers who hired and paid teachers directly from their own financial resources. In 1991, the Government started to transfer its funds to these innovative Community-managed Schools (Educación con Participación de la Comunidad - EDUCO).

The World Bank's involvement in EDUCO started with support by the Social Sector Rehabilitation Project (SSRP) in 1991, which was designed to enhance the public sector's capacity to manage and deliver health and education services efficiently. SSRP supported the development of EDUCO, aiming at improving the delivery and the quality of basic education services in rural areas, and testing a decentralized education system based on community management of service delivery.

In 1995, the Bank approved US\$34.0 million loan to the Basic Education Modernization Project, in collaboration of the Inter-American Development Bank with a loan of US\$37.3 million. As part of its efforts to promote greater equity, quality and efficiency in the provision of education services, the

project supports the expansion of EDUCO, including rehabilitating the school infrastructure in rural schools and technical assistance for strengthening the EDUCO model.

EDUCO schools are operated by the Community Education Association (ACE), comprised of parents of the children served by the schools. ACEs' responsibilities include: hiring teachers; monitoring teacher performance; ensuring teacher attendance; providing feedback to parents on children's progress; managing the budget with the direct transfer of Ministry of Education (MOE) funds to an ACE account; contributing to the maintenance and equipment of the schools; raising additional financial resources if necessary; and mobilizing parents and community members to provide voluntary service in support of school.

An evaluation study shows that EDUCO students performed on a level comparable with students in traditional schools (rural and urban), and some cases better. It also reveals that the program increased teacher time-on-task as reflected in higher attendance compared to the teachers hired by MOE. Given the lower average socioeconomic status of EDUCO students compared with students in traditional schools, the study results indicate that EDUCO model has been successful, particularly in delivering educational services to children in rural areas.

During an interview, Madalena dos Santos, Project Task Manager, stressed that EDUCO model has been successful because of the following factors. First, EDUCO model is always evolving. dos Santos emphasizes that challenges have been there from the beginning of the project, and it has never been easy to overcome any of the problems. She stresses that there isn't such a thing as a complete package called "EDUCO model." "We continuously monitor," and make changes according to the given situations unique to communities and schools from one place to another. One major challenge now is to convince the new government to support EDUCO and its expansion. "It won't be easy, and we have to keep working hard."

Another factor is the country context which resulted from the war, where the Government was unable to provide services to its citizens and to impose top-down approaches to its citizens. Since there was not a strong force in the Government, the efforts to decentralize the education system rarely encountered obstacles to prevent them from advancing. Communities have been not just willing, but also capable of getting involved in education for their children. The conflict left many people unemployed, including teachers. Therefore, when the chance was given to work as EDUCO teachers, they were willing to take it, collaborate with parents who have lower educational attainment, and have them in control of the school management, even though about 80 percent of EDUCO teachers hold college degrees, much higher education level than those of the parents.

Another factor that made the EDUCO model successful is that, unlike some countries where castes and gender are serious issues that influence people's lives and limit access to services for some groups of people, El Salvador is relatively free from such constraints. In addition, people in El Salvador are generally humble (dos Santos) and there has been positive collaboration and sound relationships between teachers and parents. Furthermore, teachers are willing to have parents operate schools because parents take lots of responsibilities when they are in the position of managing schools, which reduces teachers' work.

In any effort to promote community participation, it is necessary to assess the communities' capacity to carry out what they are expected to achieve in a long run. Communities' willingness to get involved in schools is important, but it is not enough. In order to make community participation successful, communities should have: financial knowledge to handle the budget, the funds transferred from the MOE; political will to collaborate with MOE and governments; and technical knowledge and skills to carry out school operations themselves. It also requires institutional capabilities at MOE, district, and local levels to implement decentralized approach. dos Santos emphasized that any

approaches to promote community participation have to have a mechanism or structure that is always flexible for making changes, able to be modified according to given circumstances. It is not surprising that these are all found in EDUCO, a successful model for community-managed schools.

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Honduras Basic Education Project

In Honduras, approximately 7.2 percent of the school age population are from ethnic groups whose mother tongue is not Spanish, and their culture is different from the one practiced by the large population of the country. The current educational system, however, doesn't provide them with any special instruction. Although the country has made considerable progress in expanding access to education in recent decades, particularly at the primary school level, the indigenous children find themselves disadvantaged in a classroom because they are exposed to books and other learning materials designed for Spanish speaking children. As a result, compared to non-indigenous population, indigenous people's school enrollment rates are lower, academic achievements are poorer, and illiteracy rate is higher.

These problems are clearly addressed and planned to be improved in the Basic Education Project, financed by the World Bank (credit of US\$30.0 million), the Government of Germany (loan of US\$13.3 million) and the Government of Honduras (US\$ 9.8 million). The project aims to enhance the learning experience of indigenous students and raise their academic achievement levels by providing equitable access to better quality basic education through the introduction of bilingual education at the primary school level.

The preparation of the project started with close dialogue between indigenous leaders, teachers, scholars and parents. An introductory course was offered to teachers and indigenous leaders to teach them the objectives of the bilingual education program. Ethnic-linguistic field research was carried out by the Ministry of Education (MOE) in collaboration with indigenous leaders, scholars and teachers, and international technical assistance financed by another Bank funded project, Rural Primary Education Management Project.

The research study contributed to identifying significant elements, including (a) the number of potential indigenous students; (b) the number of indigenous teachers from each ethnic group working in the public school system; (c) enrollment of indigenous children from each ethnic group, in preprimary and primary school; (d) results of bilingual education pilot projects which were implemented in Honduras; and (e) a survey of the relevant bibliography and specialized consulting services, including available bilingual educational materials. In another research study, efforts were also made to identify the levels of linguistic ability of teachers and children of each ethnic group.

The Honduran population embraces eight indigenous groups, the largest being the *Miskito* and the *Garifuna* which, together, cover about 60 percent of the indigenous population. The project targeted these two groups.

The bilingual education component of the project would provide for (a) development and approval of a bilingual-intercultural primary education curriculum; (b) in-service training for primary teachers and supervisors, including development and production of specialized training materials; (c) pre-service training of bilingual-intercultural teachers; (d) development, production, and printing of didactic materials in autochthonous languages and in Spanish; (e) vehicles and boats to facilitate access to indigenous schools by supervisors; (f) technical assistance and consultants' services; (g) office equipment; and (h) operating costs. A participatory methodology will continue to be applied in the development and implementation of the program.

The Government is supportive of and committed to introducing and developing bilingual education at the preschool and primary levels. It also supports indigenous efforts to raise the literacy rates among young adults. The proposed project supports the production of primary schools textbooks and reading materials written in the *Miskito* and *Garifuna* languages, and provides special training for teachers working in schools with high enrollments of indigenous children.

The project's efforts to promote community participation were carried out through (a) the distribution of textbooks and didactic materials within each Municipality; (b) school construction; (c) provision of community-run preschool programs; and (d) a pilot incentive program to enhance the performance of teachers. As part of efforts to improve teacher performance, the project attempts to involve parents and the local community to participate in monitoring teachers' attendance. Teachers' performance will be measured by teacher attendance and improvements in students' attendance. Parents take a major role in this practice to verify teachers' attendance.

Source: World Bank. 1995. Staff Appraisal Report, "Honduras Basic Education Project."

Brief profile of 15 Other World Bank education projects

The *Post-Primary Education Project in Burkina Faso* (approved in 1996) attempts to foster community involvement by providing partial financial responsibilities for developing (construction, equipment, staffing, etc.) 50 general education schools (CEG) of four classes each. The selection of localities and programming for the CEG development is based on needs and demand. The design of this component follows the approach developed by the Ministry of Secondary and Higher Education and Scientific Research (MESSRS) which delegates more responsibility to local communities. Communities are encouraged to participate in the development of their schools through all phases, including planning, construction, and operation. Their participation in construction can be through labor, provision of basic construction materials, or contracting the work to local artisans and small entrepreneurs. Considering, on one hand, the communities' uneven performance in construction—completion often takes too long and quality is very poor—and, on the other hand, the urgent need to increase access to Lower Secondary Education, MESSRS proposes that (a) the credit support the construction of facilities necessary for the opening of the school, and (b) the communities, with assistance from the Government, will be responsible for the construction of housing for teachers, the routine maintenance of the structures, and the construction of optional structures, if desired in the future. The Directorate of Studies and Planning provides guidance and technical support to local communities including simplified plans and technical specifications.

Source: World Bank (1996). "Burkina Faso Fourth Education Project: Staff Appraisal Document." Washington, DC: The World Bank.

The *Basic Education Sector Improvement Program in Ghana* (approved in 1995) supports the Ministry of Education (MOE)'s recognition of the importance of community and parental involvement in schooling in order to improve the teaching and learning environment. MOE considers that communities have an important role to play in enforcing standards, developing and maintaining school

property, and providing support and encouragement to headteachers, teachers, and students. The ultimate goal is to develop community ownership, pride, and a sense of responsibility for schools. Under this project, MOE fosters community involvement in education by: (1) strengthening School Management Committees; (2) devising mechanisms for consultation with District Education Oversight Committees to ensure the equitable allocation of resources across basic education; and (3) establishing a system for stakeholder consultation to provide feedback on progress towards program goals.

The project also supports MOE to work with communications specialists and NGOs in developing a strategy to help communities understand that they need to get involved in their children's basic education. There is a particular focus to promote understanding of the social and economic benefits of educating girls and to persuade people of the intrinsic worth of basic education, independent of economic returns.

Source: World Bank (1996). "Republic of Ghana Basic Education Sector Improvement Program: Staff Appraisal Report." Washington, DC: The World Bank.

The *Equity and School Improvement Project in Guinea* (approved in 1995) aims at improving the community-level capacity for school maintenance and upkeep functions in order to increase primary school enrollment and completion rates. The communities are responsible for the regular maintenance of primary schools and they receive training and other support under the project through the intermediary of local NGOs. All new school construction includes the establishment of a maintenance function at the school level which is under the assistance of the NGOs responsible for overseeing the construction program. The project finances training of school and community personnel in maintenance and upkeep through the intermediary of local NGOs. It includes all primary and lower secondary schools and the 17 lower secondary vocational education and training institutions.

Source: World Bank (1995). "Republic of Guinea Equity and School Improvement Project: Staff Appraisal Report." Washington, DC: The World Bank.

The *Education Sector Development Project in Madagascar* (approved in 1998) supports the Government in preparing and implementing *school-based projects* to develop partnerships between teachers, administrators, and representatives of the local communities; and an improvement in participation in quality primary education especially in rural areas. The projects are based on a school-based contract which analyzes the needs of the community and the school, and defines the school objectives, the responsibilities of each partner, the principal activities, a calendar for their achievement, and the cost and the sources of financing. The idea underlying this activity is that each school has its own differentiated and unique needs; therefore, it requires the active participation of various school partners, including parents of the pupils, village committees, teachers, authorities and services of the Ministry of Education, in the process of defining in operational terms the factors which would be the object of specific interventions. The project also aims to increase communities' awareness of the school-based approach by conducting campaigns.

Sources:

World Bank (1998). "Madagascar: Education Sector Development Project: Project Appraisal Document." Washington, DC: The World Bank.

Interview with Daniel Viens, Project Task Manager, in August, 1999

The *Fourth Basic Education Project in China* (approved in 1997) recognizes the significance of community participation and, therefore, attempts to involve communities in the project preparation. Interviews were conducted involving parents, grandparents, teachers and principals, Village Education Committee members, and local village leaders, in order to identify local education priorities. Village Committees were also involved in discussing project design issues with school principals. The project regards Village Committees in which parents are active as important in supporting many school activities, such as school construction and repairs, payment of teachers and accommodation of teachers, ensuring that all children enroll in school, and the introduction of local content in local curriculum. During the project implementation, local community participation is expected to occur by direct and indirect means. Direct participation can be seen in parental participation in school

meetings, usually two or three times a term, to discuss their children's school work and their activities at school. Teachers also make several visits each term to discuss the children's study program and performance in school with parents. Village Committees are expected to continue to function during the life of the project, and to contribute to the success of project implementation.

In order to improve participation and retention rates of girls, the project continues activities including house-to-house visits by school or village committee officials, awareness campaigns, and guidance and counseling for families.

Source: World Bank (1997). "China Fourth Basic Education Project: Staff Appraisal Report." Washington, DC: The World Bank.

The *Third Elementary Education Project in the Philippines* (approved in 1996) aims to involve communities in a Policy and Institutional Framework (PIE) which ensures that basic inputs are delivered to the project-targeted-schools through community involvement, more transparent operations, and improved school and classroom processes. In order to achieve educational improvement in 26 poor provinces, the project focuses on improving learning, raising completion rates, and expanding access. Community mobilization is used to contribute to the success of raising completion rates. The induction and training offered to provincial level stakeholders are also available to Municipal LGUs, School Management advisory Committees (elected from PTAs) and communities. Topics include techniques to ensure the sound operation of these bodies and partnerships. As part of the participatory planning process, the indigenous people are encouraged to voice their needs for culturally sensitive educational programs. In order to expand access to quality elementary education, the project promotes small multigrade schools as an alternative, utilizing the participatory school mapping exercise initiated during preparation.

Source: World Bank. (1996). "Republic of Philippines Third Elementary Education Project: Staff Appraisal Report." Washington, DC: The World Bank.

The *Basic Education Improvement Project in Egypt* (approved in 1993) allows the Government to improve and accelerate the implementation of its strategy to mobilize community support and resources for the education sector. Community participation is two-fold: (1) to purchase/donate appropriate sites for school construction; and (2) to donate the equivalent of 5 percent of the estimated construction cost for maintenance, either in cash or in kind, as a prerequisite for building a school. For equity purposes, the Ministry of Education can waive this prerequisite for communities that are too poor to generate these resources. The funds serve to supplement those already made available to the school through Government (central and regional) resources. Technical assistance is provided to enhance the role of communities in school building and maintenance

Source: World Bank (1993). "Arab Republic of Egypt, Basic Education Improvement Project: Staff Appraisal Report." Washington, DC: The World Bank.

The *Social Priorities Program, Basic Education Project in Morocco* (approved in 1996) involves communities in its attempts to reduce the gender gap. The project organizes two awareness campaigns for each targeted community over the project period in order to promote schooling for girls in rural areas. The campaigns are organized with the help of local elected officials and central administration representatives.

The project also fosters community participation in operating schools. Communities are expected to carry out various small scale investments, including investments in building classrooms, latrines, canteens, water fountains, and dirt roads. The communities prepare a yearly budget. Most Moroccan communities already have the required managerial know-how to implement the projects presently included in their budgets. Whenever a community does not have the required expertise, governors provide the required technical assistance, including architects, engineers, site supervisors, accountants, etc.

Source: World Bank (1996). "Kingdom of Morocco Social Priorities Program Basic Education project: Staff Appraisal Report." Washington, DC: The World Bank.

The *School Improvement Project – Fundescola I in Brazil* (approved in 1998) seeks to foster community participation in order to strengthen education management and project administration. A social mobilization effort is utilized to involve parents and communities along with political leaders and education professionals both in the school development process and the FUNDESCOLA implementation activities. This mobilization occurs by means of media communication, national social marketing campaigns, video production, posters, conferences, socialization activities, and capacity building of interested groups. To achieve this objective, the project fosters community mobilization and clientele building by helping different segments of society (parents, communities, political leaders, and media professionals) to value basic education, organize themselves, and participate in school life. The project also initiates information dissemination on FUNDESCOLA I objectives, strategies, results, and reciprocity with other MEC programs, through the media and other communication resources. The project emphasizes the development of informed ownership at the local level to ensure parents' and community members' involvement in school activities. It also promotes parents', families', and communities' involvement in the schooling process of their children (including access to schooling, and remaining in school), and their participation in the activities of the school.

As a principal operational mechanism, the *School Development Plan* (PDE) is set up, which is both the result of one process (diagnosis and strategy formulation) and the starting point of another (school improvement implementation and monitoring). The school and its community of parents, teachers, and local leaders meet in order to identify and prioritize the problems at the school, establish specific school improvement objectives, and agree on an action plan. The most important outcome of the PDE is not its completion but rather the process of collaboration, participation, the teamwork among parents and teachers in every stage of project development, the value that each stakeholder derives from the experience, and, in the end, the learning dividends of the students.

Source: World Bank (1998), "Brazil: the School Improvement Project – Fundescola I: Project Appraisal Document." Washington, DC: The World Bank.

The *Basic Education Reform Project in Guatemala* (approved in 1997) aims to expand and consolidate PRONADE (National Community-Managed Program for Educational Development), an administrative and financing mechanism to support community management of schools in rural areas, in order to increase coverage and access with equity. PRONADE, an established Ministry of Education (MINEDUC) program, provides financial resources to organized communities to promote the decentralized administration of education services; therefore, strengthening community management of schools. To carry out its mission, PRONADE supports the formation of formally legalized parent-run school committees (COEDUCA – Comité Educativo de Autogestión Educativa). The MINEDUC signs an agreement with each COEDUCA, committing to provide economic resources through PRONADE.

A trust fund was established in the Banco del Café in Guatemala, in which the Ministry of Public Finance gives resources requested by MINEDUC. The bank then transfers funds to COEDUCA accounts in their regional bank offices. These resources are replenished every three months and are available to the Board members of each COEDUCA to cover teacher contracts and support services such as nutrition supplements, didactic materials for teachers, school supplies, teaching materials, and textbooks for students.

Institutions that specialize in providing Education Services (ISEs) are contracted by PRONADE to promote, organize, and support COEDUCAs and to monitor the development of the program. The ISEs' responsibilities include: organizing community COEDUCAs; training the parent members in administrative and accounting issues; orienting the teachers; supervising the COEDUCAs; and controlling the use of resources. The same trust fund arrangement is used to cover services provided by ISEs.

Source: World Bank (1997). "Guatemala: Basic Education Reform Project: Project Appraisal Document." Washington, DC: The World Bank.

The *Education Financing and Management Reform Project in Armenia* (approved in 1997) promotes community and parental participation in school funding and management as a one of the specific objectives of the capacity building for reform management component (objective 2). A Pilot School Improvement Program as (SIP) a sub-component of the project supports implementation of the policy for school autonomy by channeling resources for school improvement directly to the schools. The objective is to mobilize additional resources and formalize community contributions to their funding and management. The SIP makes grant funds available to qualifying individual schools on the basis of expenditure priorities determined by their elected parent-teacher boards. Any school which can demonstrate that it meets the specified criteria may submit proposals on an annual basis for micro-projects to a maximum of US\$ 15,000 and an estimated average of US\$ 12,000. Community contributions of 10% of the project cost are required. Other criteria for eligibility include (i) autonomous status, with an active school board composed of the principal and elected parents and teachers, according to prescribed national guidelines; and (ii) a business plan for improving school performance, based on locally defined objectives, prepared by the board and adopted by a majority vote of parents.

Source: World Bank (1997). "Republic of Armenia Education Financing and Management Reform Project: Staff Appraisal Report." Washington, DC: The World Bank.

The *District Primary Education Project in India* (approved in 1994) aims to involve communities in various forms in order to improve quality and access in primary education. All participating states have established school/community organizations as called for under the Revised National Policy on Education. These organizations, known as Village Education Committees, Parent-Teacher Associations, or School Management Committees, are expected to oversee the operations of schools and nonformal education centers, conduct annual surveys of village children to identify non-enrollers and dropouts, and encourage parents to send their children to school and keep them there. States have defined the functions of community/school organizations and their membership, including reserving at least one-third of places for women. To improve effectiveness, states and districts provide training and supervision support. Depending on local circumstances, additional activities, such as micro-planning and awareness campaigns may be entrusted to these organizations. They proposed credit finances training, educational materials, and consumable supplies for strengthening community/school organizations. The proposed credit finances civil works to repair and rehabilitate existing schools, install toilets, water supply, and electricity, equipment, costs of electricity connections, and professional services as well as funds needed during the life of the project for the maintenance of all buildings and equipment provided by the project. The credit also finances educational materials, supplies, and consultant services to implement a variety of awareness building activities, including campaigns, community meetings, and fairs, in order to increase awareness of the program and the benefits of to communities and schools. Emphasis is given to the importance of keeping children, especially girls, scheduled caste, and scheduled tribe students in school.

Source: World Bank (1994). "India District Primary Education Project: Staff Appraisal Report." Washington, DC: The World Bank

The *Uttar Pradesh Basic Education Project in India* (approved in 1993) supports the Government of Uttar Pradesh (GOUP) in strengthening community participation. The GOUP has initiated administrative action to (a) expand membership to include scheduled caste, scheduled tribe, and female members, (b) assign responsibility for the distribution of scholarships, and (c) assign responsibility for school construction and rehabilitation. Additional administrative actions are being considered to strengthen the Village Education Committee (VEC) authority with respect to teachers. The VECs maintain bank accounts and disburse funds for school construction and the purchase of educational materials. The VECs meet monthly to discuss school performance. District and block education officials participate in a sample of these meetings on a rotational basis. At negotiations, the GOUP provided assurances that the VECs would be established and maintained in all project villages and that at least one woman be a member of each VEC.

The project finances training for VEC members. In addition, it supports a program of annual cash grants in the amount of Rs. 25,000 each to VECs that shows significant achievements in completing village surveys, increasing enrollment and retention in schools, and implementing non-formal education classes. The awards are used by the VEC for school improvement activities, the purchase of educational materials, or facility improvements. Each VEC receiving an award is required to: (1) present a plan for approval of the utilization of the funds to the District Education Project Committee; (2) administer the funds through VEC accounts; and (3) maintain records and receipts for expenditures. At negotiations, the GOUP agreed to complete annual evaluations of VEC effectiveness, including female membership for discussion with the Bank in conjunction with the Government of India

Source: World Bank (1993). "India Uttar Pradesh Basic Education Project: Staff Appraisal Report." Washington, DC: The World Bank.

The *Balochistan Primary Education Program in Pakistan* (approved in 1993) aims to institute beneficiary participation by setting up parents' committees, and involving these committees in school establishment and supervision. To promote beneficiary participation through an expansion of the pilot experiment in progress, UNICEF, CIDA and possibly other Pakistani charity foundations finance community workers in selected districts to work with parents. The Directorate of Primary Education (DPE) contracts services of a few consultants to form a Coordination Unit to assist the DPE to institutionalize the beneficiary participation process within the Department of Education. The roles of the Coordinating Unit include: (a) expanding the pilot experiment on beneficiary participation by initiating community work in new districts; then handing the work over to local NGOs; (b) facilitating the processing of requests by communities for school construction, teacher appointment, and supply of materials; (c) coordinating an existing network of NGOs in the province for activities in education by mapping activities and initiatives, and information exchange; and (d) providing training to the network of NGOs with regard to education issues and methods of organizing beneficiary groups. The Unit works closely with district education offices to provide training and support for participatory activities, and with the DPE Deputy Director for Administration who is designated as the liaison with community beneficiary groups.

The Government of Balochistan provides school buildings, teacher posts, teacher training and materials made available through the program to communities which meet minimum requirement for schools and have organized beneficiary groups. Community workers assist responsive communities to form parents committees consisting solely of the parents of children in the school service area. The parents committee is responsible for providing temporary shelter and recruiting and supporting a teacher who is teaching on a voluntary basis for at least two months. Parents continue to participate in monitoring of teacher and student attendance and school maintenance.

Source: World Bank (1993). "Islamic Republic of Pakistan Balochistan Primary Education Program: Staff Appraisal Report." Washington, DC: The World Bank.

The *Northern Education Project in Pakistan* (approved in 1997) targets Northern Areas (NA) and Azad Jammu and Kashmir (AJK). Because the two areas of Northern Pakistan have very different circumstances with regard to current levels of community participation in education, the project applies different strategies in each area.

In the NA, the primary strategy for increasing community participation is to continue support and improve the existing community schools program started by the Department/Directorate of Education (DOE). A community school is to be run by a village education committee. The project's assistance includes teacher training opportunities for community school teachers, self-help construction support for communities, as well as financial, technical, and institutional support. Additional technical and institutional support includes social organization and mobilization training for DOE staff to enable them to work more effectively with village education committees and parent-teacher associations. The project also supports increasing the levels of community participation in

regular government schools through the creation of PTAs and the development of school supervision and physical maintenance routines in conjunction with local communities.

In AJK, the basic strategy is through the formation of school committees at the village level. Under the proposed project, the process of school committee formation begins on a pilot basis in a single district, and involves both the training of Assistant Education Officers in community mobilization techniques, and the training of newly formed school committees in their responsibilities. Under the proposed design, the formation of school committees is strengthened through school construction and rehabilitation, given the ideas that: (1) an investment in physical infrastructure is likely to mobilize the community around the school and school issues; (2) an organized school committee can help oversee the construction process; (3) one of the functions of the school committee is the ongoing maintenance of the newly constructed school, thereby preserving the value of the investment under the project. Under the project, NGOs play the role of providing technical assistance and training, but also are responsible for some aspects of project implementation. Their responsibilities include: providing support in the identification of communities eligible for receiving community school funding; increasing awareness among communities regarding program criteria; and supporting the dialogue process between the government and the community. The NGOs are also responsible for: providing social mobilization training for DOE staff; developing training materials to be used with village education committees, school management committees, and PTAs, and training DOE staff in their use, and; providing technical support to the DOE in training of village education committees, school committees and PTAs.

Source: World Bank (1997). "Pakistan, Northern Education Project: Staff Appraisal Report." Washington, DC: The World Bank.

Conclusion

Community participation itself is not a goal in educational delivery, nor a panacea to solve complicated issues contributing to poor educational quality in both developing and developed countries. It is a process that facilitates the realization of improving educational quality and the promotion of democracy within society. Through its projects, the World Bank aims at involving communities in various stages; preparation, implementation, and evaluation. Communities are also expected to develop and strengthen these capacities so that they can take over the work the Bank has initiated and continue to carry on. In this sense, the Bank's job is to facilitate the process, providing communities with the necessary knowledge and skills, and making sure communication takes place effectively among different stakeholders, including parents, community members, teachers, and government officials. As the recognition of community participation increases, careful examination of its exercises becomes more important.

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